MANAGEMENT OF LISTED HISTORICAL BUILDINGS IN KENYA

(Case Studies of High Court Building, Kipande House and McMillan Memorial Library)

Research By

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B04/7678/2001

Research Project Submitted in Partial Fulfillment of the Requirements for the Degree of Bachelor of Arts in Land Economics

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July, 2005
DECLARATION BY RESEARCHER

I, Lukio Okoth Omulo, hereby declare that this project paper is my original work and has not been presented in any other university for the award of any degree

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25/07/2005

Date

DECLARATION BY SUPERVISOR

This research paper has been submitted for examination with my approval as University Supervisor

Professor Paul M. Syagga
AKNOWLEDGEMENT

I acknowledge with thanks the role of Deanship of the Faculty of Architecture, Design and Development, the University of Nairobi, for the support that made possible the accomplishment of this research paper.

It is also befitting to acknowledge with appreciation the willingness, even the eagerness of those members of the public, who shall remain anonymous, to participate in this study. Thanks are due to the insightful anonymous reviewers and photographers for their constructive and valuable comments and for the numerous images of the buildings they managed to capture and immortalise, in spite of the legal restriction they had to encounter, and for their encouragement for the submission of this project.

I want to dedicate special thanks to Professor Washington Olima, Dr. Tom Konyimbih, Dr. Nicky Nzioki, and Winnie Mwangi (The project coordinator), for their useful comments.

All this work would not be easily possible without the understanding support and encouragement from my wife, Shali Hazel, who coordinated the typing and compilation.

Last but not least, this paper has the distinct imprint of Professor Paul M. Syagga. His supervisor-ship, mentorship and guiding hand throughout the research stages formed the cornerstone for the successful accomplishment of this paper.
DEDICATION

To my children, who should always remember that success come through dedication, self-confidence and prayers.
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ABSTRACT

The Kenya Government Policy on sustainable use of both natural and man-made resources is still at its infancy stage. It is therefore no wonder that a number of historic properties are faced with dilapidation.

The management of maintenance intervention of listed historic buildings varies considerably, in terms of determination of standards of maintenance and the applicable individual management style. Maintenance levels are dictated by various factors including as productive efficiency standards, statutory standards and status standards.

By outlining a broad perspective of social, economic, ethical and cultural attributes of historic buildings, this research paper presents a case that every generation has its value system, and that such value system must be premised upon continuous body of historical records. Historic records include built environment, whose management as a measure of institutional memory and generational continuity, is an activity that must be accorded the importance and understanding it deserves.

The study attempted to analyse how historical built environment in Kenya is managed, by highlighting principle actors in the maintenance management of listed historical buildings and the influence of these actors on the determination of standards, and hence the level of care of these cultural properties.

The conservation of historic buildings has always been viewed as a bourgeois concept devoid of contemporary needs of society. This school of thought is more controversial when one considers the concept of putting land to its “Best and Highest” use. It is therefore possible that in a society driven by capitalistic ideals of free enterprise, (Kenya included), certain historic and valuable properties will be the subject of varied maintenance standards, depending on factors that motivate the individual owners of such properties.

Drawing strength from the various conservation ethics, this research paper outlined the possible strategies that can find relevance in the appropriate management of listed historic buildings. Such strategies can also be equally replicated in conservation intervention on any historical cultural property.
**1.0.0 Introduction**

"Historic buildings give a sense of identity to a place, because they are intricately woven with that place's sense of meaning and time" (Al-Zoabi, 2004)

The statement above is relevant for all Monuments, which include any buildings, structures, works, whether above or below the surface of the land (Antiquities and monument Act, Chapter 215, Laws of Kenya), preserved for their historical importance, or built to remind people of great events or personality. It is this cultural and natural heritage that is the subject of conservation, which is the action taken to prevent decay (Fielden, 1989).

Conservation embraces all acts that prolong the life of historic heritage, the object being to present to those who use and look at historic buildings, and similar works, their artistic possessions. It is making of the best use of resources embodied in these elements, including their maintenance in good state of repair (Reynold, 1976). Conservation is carried out for historical reasons: history is vital to understanding the present, as it establishes a sense of identity and security in the face of social changes. Conservation aims to protect, maintain and preserve the character of buildings and historical facilities, as well as ensuring a living role of ancient structures in the contemporary society.

The basis of historical building conservation and management is established by legislation through listing and scheduling buildings and ruins, through regular inspections and documentation (Antiquities and Monument Act, Chapter 215; National Museum Act, Chapter 216, Laws of Kenya). Other Acts of Parliament that make reference in one way or another to management and maintenance of cultural properties include Environment Management and Co-ordination Act, 1999 and Public Health Act, Chapter 242, Laws of Kenya, to mention but a few.

During conservation of cultural property, some interventions are necessary in order to preserve the objects. The interventions are determined, mostly, by physical condition, causes of deterioration and anticipated future environment of the cultural property under treatment.
The process of listing historic buildings (Chapter 215, Laws of Kenya) places management and care of these properties under the National Museums of Kenya Board (Chapter 216, Laws of Kenya). This operation, however, does not involve automatic transfer of ownership of the listed buildings from the registered owners to the National Museums of Kenya Board, or to any arm of the Central Government. Section 18 of Antiquities and Monument Act, Chapter 215, Laws of Kenya, authorises the National Museums Board to enter into agreement with owners of listed properties, allowing the property owners to maintain and act the custodial role, as they continue using these properties.

This is the basis of “owner-based” maintenance management of listed cultural property that formed the body of this study.

1.1.0 Problem Statement

“Plunder culture leads to unwise destructive exploitation that leads to historical poverty and distress, and to irrational exploitation or redevelopment. Such plunder culture can be brutal upon the historical monuments and artefacts, slow and gradual and usually limited in any given case to narrow extent of territorial interest” (Borton and Kates, 1965)

The above statement highlights a situation where “narrow extent of territorial interest” can lead to “unwise destructive exploitation” of historical heritage. Since these “exploitation” are isolated (read agent/owner-based), they are normally “slow and gradual...” yet... “brutal upon the historical monuments...” Isolated though, but looked at in totality, such departmentalized “exploitation” can lead to loss of historical values.

The basic premise of preservation is that historic buildings and sites can provide information about the past; they also have the ability to show the history and development of important event and provide physical records of the experience of ethnic or social group (Al-Zoabi, 2004). However, where “territorial interest” encourages demand-driven maintenance, historical values (which are very difficult to reconstruct once destroyed) are likely to suffer from subjective, user standards. In situations where user standards form the basis of maintenance, there is the likelihood of wide variations in levels of standards of
maintenance. This is because, in most cases, the owners of property will apply standards reflecting their unique individual needs and value system.

One problem with application of user standards is the possibility of encouraging demand-driven maintenance, which lacks predictive planned programme. And yet it is predictive planned maintenance that is most suitable in the conservation of historical heritage. Furthermore, conservation of cultural property is a national goal. The application of user standards viz-a-viz national goals, therefore, presents a unique dilemma to the conservation of historical monuments and sites. Would this dilemma lead to conditions of deterioration of built historical structures and site? This is one of the questions this study attempted to address.

1.2.0 Study Objectives

The main objectives of this study were:

i. To identify common factors that constitutes deterioration of listed historical buildings.

ii. To determine the relationship between management style and maintenance.

iii. To make conclusions and recommendations on possible way forward.

1.3.0 Study Hypothesis

The study hypothesised that individual management style determined maintenance standards of listed historical buildings

1.4.0 Research Methodology and Data Presentation

1.4.1 Research Design

The literature review following this introduction was divided into three (3) related research areas, namely:

(a) importance of conservation of cultural property,

(b) maintenance management strategies, and
1.4.2 Case Studies

This study used the following case studies to show how differing user standards affect maintenance of cultural property:

a) Kipande House (owned and maintained by Kenya Commercial Bank Limited). The building is located at the junction of Kenyatta Avenue and Loita Street. It comprises ground floor and first floor with attic space. It is used for banking services. The building was put up in 1913 using load bearing masonry construction.

b) High Court Building (owned and maintained by the Central Government of Kenya). The building adjoins Kenyatta International Conference Centre, Jogoo House and City Hall Buildings. The entrance is accessed either through City Hall Way or Taifa Road. It comprises a block of four levels including one basement floor level, ground floor, first and second floor. It also has a pent house.

The use is institutional, being the Headquarters for the Judiciary Department. It is owned by the government of Kenya. The building was constructed in 1937, and of load bearing masonry wall construction, with architectural column and ornamental staircases.

c) The McMillan Memorial Library building adjoins Jamia Mosque. It is opposite Insurance Company of East Africa (ICEA) Building. Access is from Kimathi Street and Muindi Mbingu street through Banda street. It comprises two levels, ground floor and first floor. There is also a basement room.

It is used as a public library. Its ownership is under McMillan Memorial Trust under custodianship of Nairobi City Council.
The building was constructed in 1932 using load bearing construction, with architectural column.

1.4.3 Scope of study

The period under review was between 1997 to the present, but with a brief reference to period before 1997.

1.4.4 Units of Analysis and Types of Data

The underlying assumption of the study was that owners of historical buildings had a significant influence on the maintenance of these properties. Central to this study, therefore, was the ability of individual property owners to manage, plan, organise, coordinate and generally facilitate management of maintenance of these structures.

1.5.0 Measurement indicator

The ability of built environment to communicate information has been paraphrased as “reading the landscape” (Lewis, 1976). Built environment information referred to as “Value”, “Conformity”, “consistency”, and similar “inferred constructs”, can be used as indicators to measure management style. This study was therefore structured to use “inferred constructs” as measurement indicators, and the following were taken.

1.5.1 Conformity as inferred construct:

Under this, the study considered poor workmanship, neglect, character change, incorporation of “bad substitutes” and removal of key features;

1.5.2 Degree of coordination as inferred construct:

The study considered level of liaison between stakeholders, record keeping of existing state and any changes to the historical attributes of the structure, tendering arrangement and vendor rating of contractors.

By adopting this approach, the researcher believed that since management as a variable was more of human behaviour, it could best be assessed using “universe of indicators”, known as “construct”. This was because Management style had “no single indicator” that perfectly
encapsulated it. Constructs like “conformity” and “degree of coordination” were, therefore only partial and indirect indicators of Management style. By this, the researcher measured particular “characteristics” of maintenance (rather than maintenance itself), and then correlated these measurements to the type of management used in the maintenance (Welma and Kruger, 2001).

1.6.0 Type of Data

The data for this research was from “condition – based assessment” of the case studies. Relevant documents, including Acts of Parliament on listing, protection and conservation of cultural heritage were also analysed.

1.7.0 Measuring instruments, Data Presentation and Analysis.

Because of the constructs used, the study applied the following instruments:

1.7.1 Photographs

These facilitated measurement of physical changes that included wear and tear, extensions, rehabilitation and refurbishment.

1.7.2 Survey questionnaire

This was to get response rates to current information on the state of maintenance management of listed historic buildings.

1.7.3 Personal observation:

The researcher personally visited the respondents at their workplace to collect data using both unstructured and structured methods of interview.

The data was then presented and analysed using tables, charts, explanation and description (Welman and Kruger, 2001)

1.8.0 Significance of the Study

The need for creating awareness of the public on the importance of proper management of built historical environment is more urgent now than ever before. It is significant to
monitor the rapid environment changes that are currently taking place in Kenya and more so, identify those variables that are associated with a sense of time and space. Environmental changes likely to impact on built historical structures and sites include those changes resulting from re-planning and land redevelopment.

A study of management of historical structures, monuments and sites would go along way in adding knowledge on environmental changes that require monitoring so that any adverse changes including deterioration of historical built structures, could be arrested before they happen. By highlighting information available on owner-based maintenance management, and briefly comparing this with similar initiatives undertaken by other countries involved in preservation of historic structures and sites, the researcher hoped to set a new stage for understanding the need to regulate and control management of maintenance of built cultural property.

1.9.0 Limitations of the Study

A number of limitations were encountered in the site including the unwillingness of those responsible for the maintenance of these buildings to respond to the questionnaires administered. Thee was also the problem of access to the properties to carry out structural survey.
CHAPTER TWO

LITERATURE REVIEW
2.0.0 Introduction

As a basis of understanding the relationship between deterioration of listed historical buildings and maintenance management style, the current state of research in this field was reviewed under the following topics:

a) The current policy on maintenance management of listed historical buildings: Kenyan experience.

b) Conservation ethics: importance of technical, social, cultural and ethical perspectives in the management of historical properties.

c) Maintenance management strategies

d) Framework for way forward.

2.1.0 Maintenance of Listed Historic Buildings: Kenyan Experience

“The task of carrying out work on historic structures can be summarised as one of extending their life whilst causing the minimum of disturbance to the original construction.” (Sowden, 1990)

The Kenya Government policy on maintenance and management of listed buildings is captured in Antiquities and Monument Act, Chapter 215, and National Museums Act, Chapter 216, Laws of Kenya. The two Acts of Parliament are very specific on requirements concerning alteration, care, maintenance and rehabilitation works to be carried out on and around listed buildings and conservations areas in general.

The Preliminary section of Chapter 215 defines what constitutes maintenance work under this Act.

When dealing with work in conservation area, including works on listed historic buildings, one must be prepared to make inquiries with the relevant authorities. In the case of listed historic building it is incumbent upon the person intending to carry out any work on such a property to make consultation with National Museums of Kenya Board as the “Authority”
empowered by the Minister to supervise implementation of the policy on not just listings but protection, maintenance and preservation of listed property. Part V of Chapter 215, Laws of Kenya is management of monuments in general, and touches on issues of inspection and repair, agreement for protection and preservation between the “Authority” and “owner-guardians,” enforcement of agreement for protection and preservation, general duties of “Authorities” to protect and maintain more monuments, and including what constitute offences and penalties under the Act.

It is also important to note that the two Acts of Parliament, the Chapter 215, and Chapter 216, Laws of Kenya are underpinned with several other Acts of Parliament which include Public Health Act, Chapter 242, Laws of Kenya: the relevant parts being Section 118 (e), section 124 (1), Section 126 A (a) and parts of the subsidiary legislation to this Act on maintenance of drainage works thereof. The Environmental Management and Coordination Act, 1999, is also relevant, particularly on general issues of Environmental Restoration and Conservation Orders. All these relate in one way or the other to the management and maintenance of property in Kenya.

The effects of listing are similar to those created by work in conservation areas (Williams, 1995). When buildings are listed and graded, there is an obligation on the part of the listing “Authority” (Chapter 216 laws of Kenya) to notify the owner/occupier as soon as that house is placed on the list; this ensures that the owner/client is aware of the duties and obligation imposed on the maintenance and management of the listed building. Any demolition, alteration and addition together with any conservation intervention can be allowed only after proposals have been carefully examined, and at such marks must not de-face the character of the original.

Policy on management and maintenance of listed buildings, therefore, is a conservation tool that implies a long-term view. It implies a responsibility to leave historic environment at least as good as is possible under current situation. The need for conservation, under this policy, can be argued in several ways (William, 1995)

a) The links with the past provides a perspective against which to evaluate present action.
b) Continuity in the environment enables a sense of identity with familiar surroundings and this perhaps contributes to emotional and community stability.

c) On a practical level conservation enables the careful management of limited resources.

However, policy on listing, as a conservation measure, cannot be considered in isolation. It should be seen in the context of other policy initiatives regarding national development. Generally, designating an area or listing a building as a protected property does not mean that it will be preserved in its entirety as a museum piece (William ibid). This would be unrealistic, and would not take into account the other responsibilities of national development, social and economic forces over which the government has to control. A society must adapt to meet changing requirements and must be provided with those elements which allow it to continue to function. This is the main basis of section 18 (Chapter 215, Laws of Kenya) authorizing the "Authority" (Chapter 216, Laws of Kenya) to enter into agreement with the owners of the monument (read, listed buildings) to maintain and manage their properties, while at the same time restricting the rights of such "owners/occupiers to that of custodial role/guardianship.

This study confined itself to management and maintenance of listed buildings that had been put under the guardianship of their legal titleholder.

Under section 18 (Chapter 215, Laws of Kenya), the government via the National Museums of Kenya (Chapter 216 Laws of Kenya) retains the "defector" ownership of listed property, while the "dejure" ownership lies with the title-holder, now the guardian or the custodian. This dichotomy of rights and obligations is an important factor that must be well understood by the policy makers and those charged with actual management and maintenance of listed property. If the National Museums of Kenya has the defector or ownership in reality, then they must be the key participant in the maintenance of these properties.

Delegated authority, does not remove the supervisory duty from the delegating Authority neither does it give a free reign to the "delegatee". The connect between the "Authority"
and “owner/occupier” under Chapter 215 and Chapter 216, Laws of Kenya is not specific on issues of:

(a) Setting maintenance standards

(b) Monitoring of compliance to standards of maintenance

(c) Feedback and inventory of maintenance interventions.

Issues of standardization of management and maintenance of listed property are marked with controversies. The question of what the neighbours think about any building development or conservation work for that matter is that which goes to the root of property ownership. There are those members of the society who are guided by the maxim “its-my-property-I’ll-do-what-I-want-with-it”. There are also those who think that property should be seen as a community where members belong, and therefore that should be used with love and care for the common societal good. This is the dilemma the “Authority” (Chapter 216 Laws of Kenya) has to deal with as it delegates maintenance and management of listed properties to “owners/occupiers.” “Operationalization” of policy on management and maintenance of listed historic buildings, regarding rules and regulations, needs to be more strict as the years go by (Williams 1995).

In Kenya, the government, through listing of buildings, recognises the historical/environmental/cultural importance of these buildings, and therefore the need to retain their qualities in any future planning proposals and decisions. Listing policy aims not only to protect, but also where necessary improve conditions of historic buildings in harmony with the surrounding environment. However, the researcher wanted to make a case that these legislative Acts of Parliament on listings, maintenance, management and conservation were more on “WHY” questions, and not much on “HOW” issues; in other words, the policy dealt more with “Mission statement” and “Vision of”, rather than the nitty-gritty of “ground implementation”, the real application of policy issues.

2.2.0 “Condition-Based Assessment” as Maintenance Management Tool

“An expert report on defects and deterioration must present an impartial assessment” (Barry A. R., 1991)
It was not the intention of this researcher to dwell on the history and mechanics of listing of buildings. The main concern in this study was to highlight certain activities and processes that constituted good maintenance practice. One of these activities includes inspection of a building so as to come up with a “List of dilapidation.” This inspection is called “Building condition – based Assessment.”

In property management, the unchanged agenda is to keep and uphold values inherent in the property. These values are at times conflicting, and nowhere does this stand true as in economy built on principles of free buyer and seller, where the rule of “Caveat emptor” (let the buyer beware) is not only philosophical, but legal (O’Brien, 1974). Although property managers have to tread a careful line between the “owner’s / occupiers” territorial interest and those of the “listing authority”, management and maintenance of property can only be best assisted by proper records and information on the “current state of the property. This is where “Building condition – based assessment” plays a key role.

The enlightened owner/occupier would recognise that his best interests are realised when there is proper records of conditions of his buildings, and that these condition - based assessment records are frequently updated, taking into account the need to take pre-emptive moves that would lead to proper and sustainable protection, management and maintenance of the building.

Assessing the buildings condition is done through inspection so as to identify any defects in a building elements or components. The course(s) of research defect(s) and any remedial measures. The quantification of maintenance demand of a property is governed by bridging the gap between the desired condition and the current condition. This gives the type and extent of maintenance work required. After assessing defects, and their causes, the risk associated with postponement of maintenance work is then assessed, that is, the consequential event and the impact a rising from failure to maintain or correct such defects of such event. The main aim is to facilitate sustainable management of the facility. Otherwise it is difficult to formulate a precise order of priorities of elements of a building needs and any other assessment is (then) likely to be a subjective evaluation (Seely, 2001).
2.2.1 Building Condition

The building condition being the current state of the various elements of the building, not only determines the type and amount of maintenance work required, but it portrays the quality of the management of a given building. The condition of the building mirrors the property management style, and at times the value of the building to the “owner/occupier”. It may also show the degree to which management has complied with applicable condition standards. Up to date completeness of the Condition-based Assessment Report is also a way of monitoring maintenance management.

2.2.2 Applicable Maintenance Standards

Applicable condition standard is the desired state of a building or its elements against which the building is gauged to determine not just the quantum of maintenance work required, but to give an idea of compliance by the management to desired standards.

In determining standards, it is necessary to have information on the overall objectives of an organization, and for this study, the objectives of listing policy (Chapter 215, Laws of Kenya), as well as the stipulates of other relevant statutory requirements (examples, Public Health Act, Chapter 242, Building Code and Environmental Management and Coordination Act, 1999)

"The virtue and integrity of a building lie within it and how confidently it mobilises the materials and technology of its time. Conservation should then not balcanise people into those who like or dislike a building just because of how it looks....." (Papadakis, 1989)

The researcher added that the above statement revealed the dilemma facing “owners/occupiers” responsible for management and maintenance of their listed buildings, arguing that it was possible to apply different standards to the maintenance of a property, depending on what the management regarded to be good in as far as it met their individual territorial objectives.
Applicable maintenance standards vary: productive efficiency standards; users/status standards; and physical / statutory standards. Productive efficiency standards measures the minimum "recall period" that the facility is expected to be available for use, and be available to provide for certain minimum production quantity and quality standards. User/status standards aim to present good appearance uphold and preserve the self-esteem of owner/user and to enhance character of neighbourhood. Physical/ statutory standards ensure a facility remains in a state that is neither dangerous no injurious to the physical life and stability of the facility itself and also to the health of the users of the facility. With all these applicable maintenance standards, therefore, it is possible to witness misunderstanding on proper definition of what is appropriate maintenance of listed buildings. The problems is compounded by the common knowledge that "modernization (often) abandon details" (Papadakis, 1987). However, this is a "Conservation Debate" this study is ill-prepared to deal with now. Suffice to say though, modern buildings are existing according to some "contemporary standards" but if a building is to achieve timelessness then it first has to be unique, and of its own time. This is the basis of listing of historic buildings and their eventual protection, and applicable maintenance standards must try to address this.

2.3.0 Building Maintenance Management Systems

Maintenance surveyors or managers representing public interest might well be expected to favour a policy of systematic planned maintenance of buildings, rather than relying on tenants request as a way of initiating work (Gibson, 1979).

There is the grey area of policy geared at encouraging owners/occupiers to try to set maintenance priorities and applicable standards. Poor communication and feedback between the "Authority" (Chapter 216, Laws of Kenya), and the "owner/occupier (Section 18, Chapter 215, Laws of Kenya) is likely to make planning difficult, leading to conflicting objectives of maintenance. Gibson (1979) has captured this aspect when he suggests the following approaches to maintenance management.
(a) **Occupants Based System**

This is characterised by maintenance work being left to the occupant; it concentrates more on finishing’s and services to the detriment of structural repairs; it is also of unpredictable work loads with sharp peaks and troughs, with work allocated according to occupants pressure and territorial interest, where quality is bargained individually and methods of execution of work are unimportant, cost are difficult to predict.

(b) **Owner Based System**

Maintenance is mostly geared towards the value of the property, with supervision focused on minimum costs, quality of workmanship restricted to minimum acceptable levels.

(c) **Work-force Based System**

Planning is principally on ad hoc basis with maintenance work selected to suit skills found in the labour force. Regular jobs are quickly carried out; unusual tasks are prone to delays.

There is general lack of management control system on cost, with a wide variation in quality standards.

(d) **Insurance – Based System**

The approach is preventive maintenance, with emphasis on structural elements, external finishes and avoidance of breakdown by replacing or servicing at regular interval. Supervision is based on laid down job specification and procedures, where initiative is discouraged. Control system is focused on high quality maintenance using highly specialised labour force.

In each case above, the overall level of maintenance service provided and justified varies, both in terms of the type of priorities accepted and the importance of speedy response to needs (Gibson ibid).
2.4.0 Conservation Ethics

Conservation interventions can take various forms including maintenance and rehabilitation. This study dealt specifically with maintenance and its management.

However, the guiding principles in conservation initiatives remain fairly the same for all interventions. These principles form the body of conservation ethics:

(a) Conservation requires transparency, and no attempt should be made to hide history. Therefore facility condition (existing and changes) must be inventoried

(b) Historical evidence must not be destroyed, falsified or removed.

(c) Any intervention must be the minimum, necessary to conserve the facility.

(d) Any intervention must be governed by honest respect for aesthetics, architectural and physical integrity of the property.

From the above, therefore, it is safe to add that Conservation Ethics has multi-dimensional perspectives.

2.4.1 Aspects of “Technical” Deterioration and Defects in Built Environment

Failure in a building can be attributed to either deterioration or defects. (Richards, 1991). Deterioration is a natural process, which may be avoidable, and can be minimized through design and selection of materials. Defects are due to errors or omission, that is, a breach of contract or negligence by designer, contractor, or property maintenance managers. Excessive deterioration, however, can be as a result of defects resulting from events such as water leakages resulting in fungal decay, and selection and use of unsuitable materials, effects of weather, application of loading more than the design load or a combination of any of these. Technical deterioration and defects therefore relates to these failures that are likely to result in physical damage to a building or a facility.
2.5.2 The Socio-Cultural Perspective of Maintenance of Historical Heritage

The maintenance of historical heritage is more profound than just keeping the facility in a good state of repair. This is because keeping a facility in a good state of repair mainly focuses on the practical and technical issues of maintenance. Such an approach is devoid of aesthetics, culture and philosophy.

Reynold (1976) could not have captured this point better when he states that:

"...Conservation....." which includes maintenance and preservation, "...means the making of the best use of the resources embodied in these elements including their maintenance in a good state of repair, and in some cases, maintaining other features as well, such as, characteristics of the activities which take place within the building - both social and technical".

The researcher emphasize that it was important to recognise this social concomitant in the maintenance programme. As a "cultural property", historical heritage cannot be maintained casually; as an incidental happening. Built historical heritage is tied to the "cultural identity" of a people.

And just as Kenyan Cultural attributes could not be wished away the "capitalist mentality" where the colonialists assumed that modernization would bring development accompanied with "individualization and secularisation," Leopold (1970), maintenance of heritage, in its broadest sense, cannot be separated from the understanding of socio-characteristics of a society. Any social ailment and loss of faith - "individual rootlessness" - will weaken the ties that bind a people to their heritage. Therefore maintenance of property focused more on the technical and practical issues, and which does not take on board social-ethical issues is likely to lead to deterioration of historical heritage.

This study was in no way intended to analyse culture in its broad anthropological (meaning the way of life of a people and particularly the shared understanding...
underlie); for that was viewed as the sociologists. What the researcher tried to connect to the maintenance was that preservation of historical property was a profound cultural matter, intertwined with a people’s whole way of life.

The life of historical property, Sowden (1990), is not just physical life, but it encompasses the socio-cultural value system of a people. Any attempt to delineate the socio-cultural attributes from the “life of a historic structure” is in-adequate way of handling the maintenance of these works of heritage. It is Feilden (1982) who has tried to capture this aspect of maintenance when he defines maintenance as “work undertaken in order to keep, restore or improve every facility to currently acceptable standard and to sustain the utility and value”.

Lee (1981) is more outright when he emphasizes that “the condition and quality of building reflects public pride or indifference, the level of property in the area, social values and behaviour and many influences both past and present combined”, and that... “a dilapidated and unhealthy building in a decaying environment depress the quality of life and contributes to some extent to anti-social behaviour”.

Based on Lee’s work then, maintenance of historical heritage is serious activity encompassing technical, social and cultural issues. Lee relates buildings, and therefore, their maintenance to the social behaviour of a people. This aspect is not far fetched because from a paper by Syagga (1976).

The Social Aspects of Housing Management and Housing Administration:

“The socio-cultural concept of maintenance is based on the question of health, human feelings and emotion, the type of social contacts and relations within the membership of a society...this concept is based on environmental philosophy capable of effecting physiological and mental well-being of the users of the property...”

What the researcher tried to highlight at this stage was that before any attempt could be made to find what management style was most suited to maintenance of historical
properties, it was equally imperative to underscore the aspect of socio-cultural dimension in the conservation strategy.

2.4.3 Ethical Perspective of Property Management

The point of departure is that if one is trusted with the maintenance of an item of heritage, for instance, one ought to use it in a manner that benefits that item and does not damage it Leopold, (1970). Some uses of these items are abuses that have irreversible consequences.

Ethical perspective is more difficult to apply to property management than economic perspective. The difficulty is in the form of the many values built into the ethical perspective. Although the researcher could not claim expert knowledge in moral philosophy but with the excuse of partial knowledge to fall back to, the study tried to make a case that some of the problems of maintenance of historical heritage traced their origin on the inability of policy makers and implementers to isolate “right” from “wrong”. The issues of “right” or “wrong” are ethical issues, embodies in a culture of a people, (Leopold, ibid).

When moral perspective is applied to maintenance management of historical resources, one ceases looking at these resources as mere properties to be even disposed of as a matter of expediency, not of “right” or “wrong”. This is captured by Leopold (1970) in his easy, The Land Ethic:

“There is yet no ethic dealing with man’s relation to land ... Land, like Odysseus’ slave girls is still property. The land-relation is still strictly economic, entailing privileges but not obligations... We abuse land because we regard it as a commodity belonging to us. When we regard land... (AND BUILT HERITAGE)...as a community to which we belong, we may begin to use it with love and respect... that land is to be loved and respected is an extension of ethics”.

To this researcher, Leopold’s postulate above emphasised that property management should not pay lip service to the application of ethical principles in the maintenance of
heritage, adding that it was upon this premise that one would understand the conflict between efficiency and equity, or preservation against modernization.

In real world, property managers find it difficult to sort out right from wrong in a practical sense, Wachs, (1985), Ethics in Planning:

“It is imperative to note that .... a number of poorly maintained works are as a result of actual choices in moral conflicts. More interest must be given to applied ethic, although currently there are symptoms of moral vacuum in our society, a sense of moral drift and ethical uncertainty”.

Here Wach (1985) captures the dilemma facing most of policy makers and property managers dealing with property maintenance. The moral sense of maintenance arises out of the need to optimise security and satisfaction in the use of community resources. But acting from a moral point of view should also have regard to the “paradox of morality: that, in a well ordered society, it is in one’s best interest not to seek directly after once best interest.

This study could not claim to be conclusive attempt at applying moral psychology to the maintenance management, but it opens up an intriguing and promising field that should be probed by those trusted with the preservation of listed historical structures and sites.

Wachs (1985) notes:

“.... moral sense can reveal to us deeper... knowledge than we know that we have.... Uneducated person...can speak his native language with correct grammar... without notion of the rules... Similarly, through the experience of functioning in a moderately just and well-ordered society, one can acquire a sense of propriety....”

This is the “naive wisdom” exemplified by the “village sage”, Ruanavaara (1996), who periodically smear their huts in preparation for “X-mas celebration.” That the “village sage” have learned to smear their huts for an important occasion is a sense of ethical
principle, that ought to be brought aboard in the management of maintenance of historical heritage. Burkey (1993): captures “The village sage” so well when he advocates for cognitive adequacy in the maintenance and use of resources.

“We may know more than we know we know”.

And to emphasis this point, Burkey (1993) asserts in “Home ideology”, which represents hygiene and rationality:

“It is important to remember to fight against inheriting ways in the society, like habits of leaving food on the table overnight, sleeping on the floor…”

All these highlight the role of ethics in the management of property maintenance.

2.4.4 The Essence of Conservation of Historical Buildings

From the foregoing discussion, it is apparent maintenance aims to keep facility in a satisfactory functional condition, with regards to safety, economy and socio-cultural factors. Maintenance controls the rate of inevitable and inexorable deterioration in a facility over time. To achieve this it is important to understand, among other things, long-term behaviour of a structure and materials for construction, and for ingenuity based on knowledge of a wide range of remedial techniques and disciplines.

In a market economy, too much emphasis is normally put on accumulation; there is also too much pre-occupation with initial capital cost of the accumulated asset. Little is done to recognize long-term value of these assets, requiring protection throughout their life. Maintenance therefore, in many cases, is unsung, unappreciated, disregarded and underrated activity. It is a thankless career attracting very little specialization in the form of specialist maintenance managers, forensic architects and engineers.

For historic properties, maintenance presents even a bigger dilemma because these properties do not fall/or hardly fall within the market economy. And yet the conservation of historic buildings and sites demands wise management of resources, sound judgement and a clear sense of proportions, (Fielden, ibid.)
Conservation work is multi-disciplinary, involving many skills, which contributes to a balanced solution. The value of historic buildings and the message contained therein must be well understood to the participants in the conservation. Such historic buildings are like musical score, “where not a note may be altered yet” the artistic skill of those trusted with preserving it will ensure the attributes, say “the architectural music”, is conserved as a joy to the beholder (Fielden 1982).

The uniqueness of historic building as item of preservation is captured in the definition given by Fielden (1982), thus:

>“Historic building is that asset that gives us a sense of wonder and make us want to know more about the people and culture that produced it. It has architectural, aesthetic, historic, documentary, archaeological, economic, social and even political and spiritual or symbolic value........a symbol of our cultural identity and continuity...”

2.5.0 Maintenance Management Dilemma

(Maintenance) possesses little glamour, is unlikely to attract very much attention and is frequently regarded as unproductive, although many of managerial and technical problems are more demanding of ingenuity and skill than those of new works” (Seeley, 1987).

The statement above underscores the fact that maintenance management has hitherto attracted very little interest as a career for specialization. Maintenance management, being the “combination of all technical and associated administrative actions intended to retain an item in, or restore it to, a state in which it can perform its required function” (BS3811), “possesses little glamour,” and yet it is this field as a career where the society expects to find professionals capable of “midwifing” the battle between the conservationists and the modernists. The “little glamour” has militated against the quest for establishing a minimum body of professional maintenance managers, able to address holistic issues of property, particularly historic property, and maintenance.
In market economy the prime motive of maintenance is to obtain good value for money spent on maintenance. This is the concept of investing money to its “Highest and Best use”. Market economy approach to maintenance may therefore conflict the ideals of conservation of cultural property, an agenda for which return on capital used on maintenance is not the prime motive.

Some of these conflicting issues, the researcher added, were the dilemma facing management of maintenance of historic property.

2.6.0 Maintenance Management Strategies

The technical, practical, socio-cultural and philosophical importance of well maintained historical property cannot be overstated. The relationship between poorly maintained structures and man’s opportunities in society has been demonstrated frequently, (Leopold 1970, Syagga 1976, Wachs 1985 and Burkey 1993), just to mention but a few research works. Well-maintained historical heritage, which portrays a country’s value system, has a profound bearing on the way that country is rated by other societies.

2.6.1 Centralization as a Dimension of Management Strategies

Berry, et al (1996) defines centralization as:

”the concentration of decision making, which can be concentrated at a single point in the organization or widely dispersed”.

The point of departure is the spatial dimension of centralized management decision-making process. Under centralization, large-scale decisions are made nearly always by top management level. For small-scale decisions, organization will either require that members get prior clearance, or the organization will prohibit any changes in the decisions made by the top management.

The Antiquities and Monument Act, Chapter 215, the Laws of Kenya, under section 18(d), restricting “the rights of the owner or occupier to build or do other acts or things on or near
the site of the monument" is an attempt at centralized management strategy in the preservation of built heritage.

The researcher urged that in a management system where controls were strict, the top-level management exerts the most influence over decisions and physical setting (read maintenance). If this strategy of management were to be the aim of the Antiquities and Monument Act, Chapter 215, Laws of Kenya, together with National Museums Act, Chapter 216, Laws of Kenya, then individual owners of listed historical estate in Kenya would have very little influence on the maintenance, preservation and conservation management of these properties. This understanding was based on fact that delegated duties under centralized management strategy tended to carry relatively less influence over their own setting.

One of the key issues of centralization of decision-making is the need to maintain the corporate standards/or image/or cultural identity. In business management, the executive opting for centralized management often feel that the “system” must have correct standards, style or facilities to project the right image. A variation in decision-making is loathed because this would spoil the purity of the overall theme. Such a management approach, therefore, discourages use of varying standards reflecting “departmental” needs and functions (read, user standards).

Centralised management approach deals with decisions that require uniformity and conformity. It does not matter whether there is a spatial dimension to the decision-location. What is important is that the organization culture is primarily bureaucratic, with the approach to work being methodical, guided by established policies, rules, regulations and codes of practice. The aim is to achieve common goal under controlled standards. There is high level of consistency and collaboration among member units (read, individual owners of historic buildings), more like what Forgas and Bond (1985) calls “collectivism approach (to management) that is more on communal feelings, social usefulness, and acceptance of authority”.

The concept of centralization as a management strategy is underpinned with what Berry (1996) calls the “Universal in Social behaviour. “Fiske (1991) calls it “Universal Model of Social Relations”, stating that:

“Communal sharing ... people are merged, boundaries of individual selves are indistinct, people have a sense of common identity, solidarity ... think of themselves as being all the same in significant respect ...”

In ordered societies, therefore, individuals occupy positions for which certain behaviours are expected: these behaviours are called ROLES. Each role occupant is subject to sometimes? That exerts social influence, even pressure, to behave according to social NORMS or STANDARDS. Such societies have certain functional prerequisites (things that must get done in any society if it is to continue as a going concern) Berry, (1996), including regulation of effective expression, socialization on group life, control of disruptive behaviour, shared articulated goals, regulation means of to achieve group goals, and differentiation and assignment of roles.

The study attempt to make a case that these Universals in Social Behaviour, (Berry 1996, Fiske 1991), formed the fundamental and basic- level grammar for social approach to maintenance management of historic estate.

2.6.2 Decentralization as a Dimension of Management Strategies:

Decentralization is an approach to management based on “individualism” - in which emphasis is on competitiveness, self – confidence, and freedom, Forgas and Bond, (1985).

Decentralized management emphasises employee (read, individual property owner) needs and involvement in decision – making. The main assumption is that the “owners” have a sense of responsibility and ownership of the “organization” (read, built heritage). The system structure is predominantly participatory and informal: but with distinct characteristic of specialized sub – units (read, user standards) to deal with individual item(s) of work.
One prerequisite of a well-structured decentralized management is the need to have high level of integration of its various parts (read, owners of individual properties). In this case emphasis is on the membership to committees, task forces or liaison bodies, to ensure performance of individual parts meets the minimum “common standard”, (read, statutory standards).

Decentralization therefore, means handing over powers (delegating) and authorities from “senior” to “junior”; but this however does not mean the “senior” dumps and abdicates his overall supervisory responsibility; the senior would still be accountable and responsible to the proper functioning of the “system”.

Other aspects of decentralized management, according to Forgas and Bond (1985), include:-

a) Important decisions, particularly on capital expenditure, are effected at lower levels of management (read, property owners’ level)

b) Less checking and cross-referencing of department (read, property owner’s) decisions.... (particularly information and decisions regarding changes in scope, character and general maintenance of historical structures).

According to Triandis, (1988), certain individuals in a society display attributes that may be considered as key underpinning principles in decentralised management. These attributes of individualism promote a feeling that group activities slow one down due to bureaucratic “red tape; the bigger the group, the more the problems there are; in the long run, the only person to count on is the “owner” himself; to be superior, the “owner” must stand alone; and that if the “owner” wants something done right, he got to do it himself.

2.6.3 Organization Structure as a Dimension of Management Strategies

One of the characteristics of organization is the distribution of task The body of work that has to be performed is assigned to different divisions and subdivisions, forming organization structure. This, the researcher urged, formed the principle upon which section 18, Chapter 215, Laws of Kenya, was premised. The understanding was to create
maintenance organization structure that promoted decentralised management. Each property owner was to have a management structure, organization structure dealing with property maintenance. The type of applicable organization structure was to fall within the definition of one of what Lammers and Hickson (1979) calls centralised classical bureaucratic" type "decentralised, flexible, relatively low hierarchical type" and the "Third world type" characterised by centralised, informal and paternalistic leadership.

Whatever the agreeable form organization structure was assumed to depend on its size, technology, resources, government regulations and attitude of, say the "property owner", ethics and value system, the researcher added.

2.7.0 Approaches to Quality Maintenance Management

An effective management system can be vital in the protection and conservation of property. Maintenance management is the planning and controlling of all necessary effort to ensure improvements made to a facility are appropriately applied, have reasonable impact and are inventoried for future reference. It is then possible and easier to document and benchmark the impact of intentional changes on a facility.

Quality management is about setting standards and conforming to these standards. It is not only concerned with the totality of features and characteristic of a service/product that bears in mind the ability to satisfy stated or implied needs, but also to do with the degree to which a finished product/or a given service CONFORMS to explicitly stated functions and performance requirements.

In maintenance strategies, the essence of quality management is to “IN-BUILT” quality in all processes of maintenance so that no substandard work is going to be produced. This can be achieved through:

(a) Quality Assurance; where (in property maintenance) the contractors and suppliers guarantee quality in their services to eliminate defective work. This is a measure taken before the start of any maintenance work. Vendor rating is one of the key issues in quality assurance.
(b) **Quality control;** where the focus is on checking work that has been done and making good any defects.

Key aspect of effective maintenance management is a need to sustain two-way flow of information between those responsible for policy and those responsible for managing actual maintenance of assets, so as to facilitate integrated approach to protection and maintenance of (property). This also ensures there is adequacy in procedures to control and direct protection of (built heritage).

### 2.8.0 Conformity and Value as Inferred Indicator of Management Style

Management style is premised on human behaviour, that is, this study treats management as a variable. But management style has no single indicator that perfectly encapsulates it, Welma and Krugger (2001). It is only, therefore, possible to use inferred indicators, the constructs, to understand and measure management style.

#### 2.8.1 Conformity

To understanding "conformity" in the context of maintenance standards, use can be made of human analogy. The degree to which individuals go along with the prevailing "group norm" is regarded as "conformity". General expectation in all societies is that members will conform to some extent with the prevailing group norms; lack of conformity leads to less social cohesiveness.

The relevance of this analogy to maintenance of built historical environment is that there are certain minimum standards that guide maintenance performance. Whether such maintenance strategies are "owner-based" or "centralized" through whatever form of group action, is not important. The guiding principle is the ability of the management to ensure conformance to stated standards of maintenance.

(Matsuda, 1982), states that conformity will depend on:

"Cultural surround, including influences of strong traditional groups, communal social organization and authoriterial social structure",  

30
To Matsuda, ibid, Japan is a society that is relatively high in role obligation and hence one in which greater conformity might be expected. Evidence of high degree of conformance can be seen in their work culture, and quality of maintenance of their cultural property.

2.8.2 Values

A lot has been discussed about values in this study. The researcher main focus here was that there existed broadly two approaches to values: SOCIETY VALUES, and INDIVIDUAL VALUES. In both cases, the study treated values as inferred constructs (held collectively by society and individually by persons). Inferred constructs have already been highlighted under Research Methodology of this study, and as Berry, (1996) adds:

"Values refer to conception held by society or individuals of that which is desirable and which influences the selection of both means and ends of action from among available alternatives."

In general, different societies have different value system; they also differ in their perception to the definition of conformance. Based on this understanding, therefore, approach to conservation and maintenance management of cultural property will vary from one society to another. For example, Spain or Italy with strong cultural identity “have witnessed remarkable success in conservation of their cultural property, Larson (2003). A strong Spanish Monarchy has been the Driving Force, a team that carries the vision. The monarchy has been very instrumental in the preservation and maintenance of historic monuments and sites in Spain, thanks to the understanding of meaning of value system and need to conform to society values.

2.9.0 Social Agglomeration of Historical Property

The Antiquities and Monuments Act, Chapter 215, Laws of Kenya, and the National Museums Act, Chapter 216, Laws of Kenya, are attempts to agglomerate the historic structures (Monuments) and sites through the process of listing.

The uniqueness and importance of listed buildings and sites put these properties in a class of their own: a social class. They have their own Community as a group of special assets. They share “Community” feelings”, having a social dimension.
Using human analogy, people in a specific socio-economic group may prefer to interact with each other in the same group, rather than among people in other groups. It is possible, other things held constant, that the greater the proportion of a group living in the same area, the greater the advantage to the group. In Britain, listed buildings are “agglomerated” and maintained, mostly, under registered Trusts. These Preservation Trusts are able to agglomerate and maintain listed old buildings as their “Core business”, thereby taking advantage of agglomerative economies. Hertfordshire Building Preservation Trust, for example, has exploited this agglomerative advantage, particularly in the area of funding conservation initiatives in Britain: it is sponsored by ten (10) District Councils, as well as a host of County Councils, Huskell (1993).

The other aspect of agglomeration of properties is the concept of social space as evidenced in the way human beings interact with each other. Maintenance approach which prefers to deal with listed historic structures and sites, handling them as a “Community”, or group of common characteristics, will create “smaller neighbourhood space”. Research has shown that there are:

“Threshold in space beyond which certain groups cannot travel without experiencing frustration, tension …..”, (Buttimer, 1969).

This human analogy illustrates that maintenance of a “community” of listed historic structures and sites would best not be “mixed” with the maintenance of “conventional properties” that do not have historic attributes. Historical properties have their unique and defined threshold of maintenance management (that is, their “neighbourhood space”).

The human analogy serves to illustrate yet another point: when people locate together in same local authority area as others in the same group, they may get Public Services they may prefer (Buttimer, ibid). Similarly for the historic properties, putting them in the same community, as with Preservation Trusts, can bring benefits of agglomerative economics in their conservation, sourcing of maintenance funds, and application of acceptable maintenance standards. Such benefits however must be viewed against the background of diseconomies of agglomeration that include bureaucratic “red tapes”, inherent in Centralised Management structures.
2.10.0 Conclusion

Based on the above discussion, it is possible to summarise some of the principles and strategies of management of maintenance and preservation of cultural properties, in particular listed historic buildings.

Maintenance of historic buildings has social, cultural, philosophical, economic and political undertone (Al-Zoabi, 2004). It is therefore important to know the phenomena that led to their creation, that have sustained them so far, and those that will ensure their conservation for posterity. Property managers, designers and urban planners should have a comprehensive picture of local cultural, political and contextual situations associated with these properties.

The understanding and “operationalization” of “Ethics of conservation” can be through cognitive process, of naive wisdom exemplified by the “village sage” (Burkey 1993). It can also be through a formal learning process, socialization and regulation of effective expression of individual emotions in a society (Berry, 1996).

The need to implement government policies and objectives of listed cultural properties (Chapter 215 and Chapter 216, Laws of Kenya), particularly in the area of protection and maintenance, deserves to be given special emphasis. This is because of the important role of maintenance plays in the conservation activities.

It was the feeling of this researcher that although the government policies inventions were noble, there was need for appropriate monitoring mechanism on standards of maintenance of these listed properties. The role of National Museums Board (Chapter 216, Laws of Kenya) vis-à-vis the custodial maintenance role of owners of listed properties should be well defined, so that each partner was knowledgeable of the concept of “duty of care” and “ethics of conservation” of historic property. The researcher underscored the fact that the duties and responsibility of “delegated agents” in the conservation of listed historical heritage should be well understood by property managers so as to be able to answer the following questions.

(a) who determines the maintenance standards?
(b) who monitors standards?

(c) who should source for maintenance funds

Different countries apply varied management strategies in the protection and maintenance of historic buildings and other cultural heritage, depending on the local cultural, social, political and economic situations. Japan, for instance, is a society of relatively high role obligation, where greater conformity might be expected (Matsuda, 1985). The quality of standards of maintenance of Japan’s cultural property is therefore expected to be relatively high. Britain, with a long history of conservation, has detailed policies on conservation coupled with emphasis on use of preservation Trusts (Huskell, 1993). However, certain countries having strong cultural identity have also shown some successes in conservation of cultural property. This last category includes Spain, where the monarchy (as a symbol of the nation’s cultural identity), has provided the “driving force” in the conservation strategies (Larson, 2003).

The management approach to listed historic building in Kenya, therefore, will have to take cognisance of the unique local situation and content. Kenya is still a young nation lacking in homogeneous cultural identity, neither does it have appreciably high degree of role obligation, conformity to statutory standards and detailed policies on conservation of cultural property. It is against this background that the management of Kenya’s listed historic buildings was looked at under this study.

This paper tried to draw a line between:

(a) policy issues as stipulated in the various Acts of Parliament

(b) the need to set appropriate standards applicable to maintenance and preservation.

(c) the importance of putting into place mechanism able to monitor “Building Conditions,” through appropriate inventory, scheduling and documentation.
This, the researcher believed, was the framework for the way forward in management of listed historic buildings. Management plays a key role in ensuring that the various standards are adhered to in the maintenance. Methods of monitoring dangerous movements in historical buildings are only possible through good management of maintenance. This is through updated records of the conditions of the building. It is possible to prioritise on what areas to maintain first, based on the schedule of dilapidation, considering the standards required, and the general maintenance policy.
CHAPTER THREE

DATA COLLECTION AND ANALYSIS
3.0.0 Data collection

Before starting on the inspection on the properties and administering interview and questionnaires, the researcher explained to the respondents that the purpose of the study was to discover the management measures that had been put in place to ensure proper maintenance of the buildings vis-à-vis the state of repair of the property, and that it was necessary to participate in this study as away of contributing to the overall theme of protection and conservation of the cultural property, and sustainable use of these historic monuments.

The respondents were told the study was targeted to address the following key areas of property management:-

(a) Determination of maintenance standards.

(b) Maintenance management control and implementation of applicable standards

(c) Updating and monitoring of any changes to the intrinsic character and security of the property against structural dilapidation, and vandalism, including incidences of graffiti, through linkages and partnership among key participants including National museums of Kenya, the owner/guardian and interested public

In sorting out the respondents, the researcher identified key people in each category of the property, (that is, the Registrar High Court of Kenya; the Care-takers Kipande house and McMillan Memorial Library).

The survey focused on one general location for the selection of the buildings for this study, the Central Business District of Nairobi. This approach reduces the variations that would have resulted from the survey data based on widely located buildings, leading to their incomparability. The choice of the buildings also represented an attempt the categorize the type of maintenance control in terms of those under the care of state, private organization and local government, so that the data would make possible comparison of management approach adopted under differing user condition. For the purpose of representation of the
historical importance of the buildings, the choice was on those building that are not just listed but also aged over 60 years, with architectural style and attributes that are closely related.

A single questionnaire was prepared as indicated in Appendix A to be administered to the Register of High Court and the caretakers of Kipande house and McMillan Library. This was to facilitate data collection on knowledge base and experience of those charged with maintenance and preservation of these buildings on key areas of record keeping, monitoring of changes in the condition of property and implementation of various maintenance interventions. This was then followed by the survey of the three buildings upon each structural survey report was prepared.

3.1.0 Data Analysis

The data from respondents was analysed using tables (1- 4) on issues of responsibility to carry periodic building audit, determination of standards, maintenance efficiency and maintenance administration

3.1.1 Measures of Maintenance Performance

The respondents were asked on the level of their knowledge of proper maintenance practice. It has been argued that a well informed practice is underpinned by authoritatively recorded procedure.

For the purpose of this study, measures of maintenance performance included the following

(a) Responsibility for carrying out periodic building audit and determination of standards

The researcher established that although listed building should be protected from physical deterioration, there was no attempt by the National Museums of Kenya to coordinate or even involve itself in the periodic assessment of the state of repair of these buildings. Table 1 indicates that only Kenya Commercial Bank Limited had a periodic Building audit (Kipande House). This might have reflected
statutory annual stock taking. Instead of consulting with the government agency to carry out these assessments, the bank used private consultants. The role of National Museums of Kenya as the supervisory body was either ignored or misunderstood.

Table 1: Responsibility to carry periodic Building Audit

<table>
<thead>
<tr>
<th></th>
<th>High Court</th>
<th>Kipande House</th>
<th>McMillan Library</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Periodic</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>2. Last carried out not later than 1 year ago</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>3. Audit carried by Ministry of works</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>4. Audit carried by Nairobi City Council</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>5. Audit carried by National Museums of Kenya</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>6. Audit carried by consultants</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

"X" to denote affirmative response

Kenya Commercial Bank Limited also had a high rating on use of authoritative documentation as a means of setting standards of maintenance (See table 2). The need to project corporate image was also a determinant in setting of maintenance standards of Kipande House.
## Table 2: Determination of standards

<table>
<thead>
<tr>
<th></th>
<th>High Court</th>
<th>Kipande House</th>
<th>McMillan Library</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Copy of original working drawings</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>2. Updated copies of drawings</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>3. Contract documents-</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>i. Drawings</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>ii. Specifications</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>iii. Bills of Quantities</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>iv. Work program</td>
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<td>X</td>
<td>-</td>
</tr>
<tr>
<td>v. Building code</td>
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<td>-</td>
<td>X</td>
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<tr>
<td>4. Determination of maintenance standards</td>
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</tr>
<tr>
<td>i. Corporate</td>
<td>-</td>
<td>X</td>
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</tr>
<tr>
<td>ii. Statutory</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>iii. Productive</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
</tbody>
</table>

"X" to denote affirmative response

(b) **Organization, Planning and control of maintenance interventions**

Tables 3 and 4 capture aspects of maintenance management of properties on choice of materials, workmanship and qualification of contractors to carry out maintenance works. The study revealed that variation on choice of material for maintenance was influenced by various factors including levels of funding, importance of the building to the owner and the need to achieve corporate efficiency or lack of it.
### Table 3: Maintenance Efficiency

<table>
<thead>
<tr>
<th>Criteria on choice of material</th>
<th>High Court</th>
<th>Kipan de House</th>
<th>McMil lan Library</th>
</tr>
</thead>
<tbody>
<tr>
<td>i. Use same as existing</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>ii. Use modern</td>
<td></td>
<td>X</td>
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</tr>
<tr>
<td>iii. Functional</td>
<td>X</td>
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<tr>
<td>iv. Cost effective</td>
<td>X</td>
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<table>
<thead>
<tr>
<th>Workmanship criteria</th>
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<tr>
<td>i. Corporate standards</td>
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<tr>
<td>ii. Specifications and drawings</td>
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<td></td>
</tr>
<tr>
<td>iii. Contractor's expertise</td>
<td>X</td>
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</table>

"X" to denote affirmative response
Table 4: Maintenance administration

<table>
<thead>
<tr>
<th>1. Information management and communication</th>
<th>Highb Court</th>
<th>Kipande House</th>
<th>McMillan Library</th>
</tr>
</thead>
<tbody>
<tr>
<td>i. Verbal instructions</td>
<td>X</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td>ii. Written instruction</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
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<td>iii. Specification of drawings</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>iv. Client’s expertise</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<table>
<thead>
<tr>
<th>2. Who to consult for major maintenance works</th>
<th>Highb Court</th>
<th>Kipande House</th>
<th>McMillan Library</th>
</tr>
</thead>
<tbody>
<tr>
<td>i. Ministry of works</td>
<td>X</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>ii. Nairobi City Council</td>
<td>-</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>iii. National Museums of Kenya</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>iv. Private Consultants</td>
<td>-</td>
<td>X</td>
<td>-</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>3. Sourcing of contractors</th>
<th>Highb Court</th>
<th>Kipande House</th>
<th>McMillan Library</th>
</tr>
</thead>
<tbody>
<tr>
<td>i. Least cost criteria</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>ii. Earliest Completion criteria</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>iii. Financial Standing</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>iv. Special knowledge</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
</tbody>
</table>

"X" to denote affirmative response
Kenya Commercial Bank Limited decisions on maintenance was more guided by a combination of corporate image projection, the need for use of state of arts materials coupled with proper vendor rating of contractors and more use of consultant prepared specifications and drawings. On the other hand, the judiciary (High Court Building) was more driven by cost effectiveness, early time completion and the need to create functional spaces and use of relatively cheap maintenance material. Nairobi City Council (McMillan Memorial Library) had problems of funding and this impacted on the choice of material for maintenance. The Council used any material that would be found cheaply available.

Based therefore on key measures of maintenance performance above, it was apparent that Kenya Commercial Bank Limited had a high ranking than the other respondents. This was probably because the management of Kenya Commercial looked at itself, first, as a business outfit, and would have liked to maintain good corporate image.

3.2.0 Implementation of Conservation Ethics

One thing came out clearly following the results of interviews and the answered questionnaire: none of the owners of the three buildings was aware of what constituted conservation ethics. Although highest rating was given to the management of Kipande House, the Kenya Commercial Bank Limited failed to appreciate the fact that refurbishment is not a conservation intervention (in fact refurbishment killed historic value when the management stressed the use of modern materials to replace existing work in the name of efficiency).
The concept of maintenance of listed historic buildings is premised upon legal and social customs, which are the guiding factors for conservation of cultural property. The universality of this approach should not be undermined or belittled through the application of maintenance management strategies that promotes individual “territorial interest” and standards.

Lack of a body that could have coordinated, effectively, the maintenance initiatives in the three buildings meant that each owner was free to determine maintenance standards. This was evidenced by the variance in the state of repair of the three buildings as described herein below.

Kipande house (Plate 1 and 2) presented scenario where private sector made courageous efforts to modernize the interior of old building to make it efficient for current use. Such a process added a new dimension to maintenance of owner-occupied historic buildings. Kenya Commercial Bank Limited not only attempted to keep inventory of the condition of the building but also maintained it over and above the statutory standards. The management was more motivated by other consideration rather than efficiency standards, hence good state of repair of the property, comparatively.
Plate 1: Prominent K.C.B. Name Plate; No security fencing to the property

Plate 2: Kipande House: Wall demolished to accommodate A.T.M.
At variance, maintenance of both the High Court of Kenya (Plates 3,4,5,6,7) and McMillan Memorial Library (Plate 8), represented disregard to ethics of conservation, in terms of protection of value attributes and conformity of new extensions (see Plates on High Court) on the ground to the existing architectural and construction methods of the historic building.

Plate 3: Imitative ceramic roofing tiles and contrasting architectural style
Plate 4: Imitative iron roofing tiles and contrasting architectural style to glazed house

Plate 5: Imitative columns, wall finishes and window style
Plate 6: New security fence; Black paint to existing building
This point must be emphasized because conservation, in its totality, does not refer solely to a concern for historic structures and places but involves also protection of existing neighbourhood and urban places against forces of blight. And yet this was the sad picture captured by images of dilapidation of McMillan Memorial Library, a property sitting on prime land and bordering high value properties like Insurance of East Africa Building (ICEA)
For High Court Building, the new entrance had a contrasting architectural style, use of poorly imitative materials (Plate 3, 4, 5 and 6) against the existing style (Plate 7), represented loss or destruction of historical value.

All this variance was because there was no competent supervisory body to guide the Judiciary (State) on the appropriateness of any new works on the protected ground, or issues of conservation ethics.

When maintenance standards depend on client, contractor or architect as this study revealed, then it is subjective and varied. The client might not have had requisite skills in the operations of building maintenance (see chart 1), the contractor might have interpreted the specifications to give himself competitive advantage, and architect would be tempted to view standards in the light of maximization of his client's interest, or his own interest.
The study revealed that where there was no “competent body” to supervise and monitor maintenance activities on the property, the void was to be filled by each owner choosing what was appropriate for their individual case. Where the role of the National Museums of
Kenya was either ignored or not understood, then the minimum criteria was statutory standard (Table 2), reliance on contractors experience (Table 3), the ability of the client to supervise his own work (Table 4) and the need to maintain at least cost (Table 5). These were the “base criterion” that ensured these properties were maintained to some minimum statutory level.

Other factors influencing decisions on levels of maintenance then differed (tables 2 and 3), where corporate image consideration had a bearing, this giving higher rating of management of Kipande House as opposed to those of High Court Building and McMillan Memorial Library.

3.2.1 Structural Survey Report

The three buildings were each inspected, highlighting only the areas of defect, deterioration and any changes or destruction of the historic attribute. Parts of the buildings could not be inspected because of restrictions due to poor accessibility or refusal by the relevant authorities to allow for access. Tables herein below capture the comparative state of repair of the three buildings.
<table>
<thead>
<tr>
<th>SHEET NO. 01</th>
<th>G= Good</th>
<th>F= Fair</th>
<th>P= poor</th>
<th>HIGH COURT</th>
<th>KIPANDE HOUSE</th>
<th>MCMILLAN LIBRARY</th>
</tr>
</thead>
<tbody>
<tr>
<td>BUILDING ELEMENT</td>
<td>State</td>
<td>DEFECTS</td>
<td>State</td>
<td>DEFECTS</td>
<td>State</td>
<td>DEFECTS</td>
</tr>
<tr>
<td>1.0 Foundation</td>
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<td>G</td>
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<td>G</td>
<td>• No visible defect identified</td>
<td>G</td>
</tr>
<tr>
<td>2.0 Walls</td>
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<td>F</td>
<td>• No visible structural defects identified</td>
<td>F</td>
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<td>G</td>
<td></td>
<td>• Plant growth at parapet</td>
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<td>3.0 Floor structure</td>
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<td>G</td>
<td>• No visible defects identified</td>
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</tr>
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<td>G</td>
<td></td>
<td>• External wall demolished to accommodate “ATM”</td>
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<tr>
<td>4.0 Roof structure</td>
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<tr>
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<td>G</td>
<td></td>
<td>• Internal walls demolished/ refurbed</td>
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</tr>
<tr>
<td>• Flat concrete</td>
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</tr>
<tr>
<td>G= Good</td>
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<td>KIPANDE HOUSE</td>
<td>MCMILLAN LIBRARY</td>
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</tr>
<tr>
<td>F= Fair</td>
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<td>DEFECTS</td>
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</tr>
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<td>- Dirty dressed stones</td>
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<td>- Worn out wood blocks</td>
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<td>- Cracked screed</td>
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<td>P= poor</td>
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<td>Mild steel</td>
<td>P</td>
<td>Poor quality PVC for new works</td>
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<td>Lawn care</td>
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<td>Parking and paving</td>
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<td>SHEET NO. 05</td>
<td>HIGH COURT</td>
<td>KIPANDE HOUSE</td>
<td>MCMILLAN LIBRARY</td>
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<td>1.0</td>
<td><strong>General remarks</strong></td>
<td>- New security measures taken, including fencing, bomb detectors and sentry&lt;br&gt;- Contrasting architectural style, roofing materials and wall finishes to new buildings on the ground&lt;br&gt;- Extension to include pedestrian</td>
<td>- Refurbishment to the interior&lt;br&gt;- Demolition of external wall to accommodate Automated Teller Machine (ATM)&lt;br&gt;- Giant Kenya Commercial Bank name plate fixed to the external wall</td>
<td>- The property is in a state of disrepair and neglect</td>
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</table>

Source: Own field Survey

![Comparison of the State of Repair](image)

Source: Own field Survey
The inspection and survey of the building were divided into ten (10) elements as shown above. The purpose was to facilitate cross-comparison of the levels of dilapidation of the three buildings, and from this, build up a frame work connecting the state of repair of individual building to the maintenance management approach practiced by each "property owner".

Each element of the building was given a maximum rating of 10 points (for well maintained): 6 points (for fairly maintained) and 2 points (for poorly maintained). These rating reflected the number of defects identified in each element, with 10 points reflecting visible defects not exceeding "one", 6 points for a maximum of six noted defects, and 2 reflecting over six identified defects. These ratings were coded as G (Well managed), F (Fairly managed) and P (Poorly managed), respectively. The summation of the rating of each building was represented in Graph 1, as a measure of state of repair of these property

Graph number one was used to show the varying state of repair of the three buildings based on the above grading criteria.

A grading of 50% was used as the average or minimum "statutory standard". Grading values midway between 50% and 100% was regarded as "efficiency standard", while values falling within third sector between 50% was regarded as that is "status standards".

Based on this grading system, therefore, the researcher concluded that McMillan Memorial Library was poorly maintained to meet statutory standards; High Court Building was fairly maintained to meet efficiency standards, while Kipande House was generally well maintained to project status standards.
CHAPTER FOUR

CONCLUSIONS AND RECOMMENDATIONS
4.0.0 Study Conclusion

It appeared the situation existed where standards were not fully defined by a “Competent Body”, and that determination of quality of maintenance was therefore subjective, reflective of “territorial interest” of the owners of the listed buildings. The statutory duties of the National Museums of Kenya were not well known to the property owners, or such owners never bothered to involve the “Body” in the maintenance of these buildings.

It was also evident that very little documentation relating to quality and workmanship was encouraged. Maintenance was, to say the least, Laissez-faire, particularly for the McMillan memorial Library.

Lack of effective control and monitoring of maintenance initiatives and use of historical buildings in spite of government policy stipulates as captured in Acts of Parliament Chapters 215 and 216 Laws of Kenya showed that the current institutional structure is inadequate in the proper care, protection and conservation of these historical properties.

4.1.0 Recommendations

Based on the above findings, the following recommendations are proposed to improve the maintenance management of listed historic buildings in Kenya:

(a) Need for Conservation Trust. This is a body that will carry the vision of the scheme of conservation of historic buildings, single mindedly and committed to overall success of maintenance throughout the entire life of the historic property. Such a conservation trust should possess the following the characteristics:

i. Be able to bring a team of professionals of varied disciplines, including forensic architects and engineers, anthropologists, sociologist and property managers either permanently

ii. Be able to divide the whole scheme into parallel products, including cultural, technical and management.
iii. Be able to carry out maintenance and conservation of all historic buildings and sites, acting as the intermediary between the owners of these properties and the national Museums of Kenya. They should also be able to source funds for maintenance independent of exchequer. Such a Conservation Trust would be different in operation from the National Museums of Kenya as it would take maintenance of historic structures and sites as its core activity.

(b) National guidelines on estate management (including management of historic building) and maintenance be prepared and implemented, with emphasis on key areas of data collection, inventory and monitoring of condition state of the buildings, capacity building, design and research on methods and materials for use in conservation intervention.

(c) Standards be formulated specifically applicable for maintenance of listed buildings in which planned preventive and corrective maintenance work would meet legally enforceable requirements.

4.2.0 Areas of Further Study

Property Management is a very wide area. With regards to listed historical Properties, the following issues should form basis for further studies

(a) Feasibility study on establishment of Historic Buildings and Gardens Conservation Trust

(b) Practicability of compliance with the National Museums of Kenya Guidelines on Protection and Conservation of historic buildings and sites

(c) Establishment of a model for appraising performance measurement of maintenance of historic buildings and sites in Kenya
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APPENDIX A

QUESTIONNAIRE FOR THE PARTICIPANTS IN THE MAINTENANCE OF LISTED HISTORICAL BUILDINGS

Name of Institution: ________________________

Person Interviewed (optional): ________________________

Date: ___________ Questionnaire No. ____________

PREAMBLE

To facilitate analysis of the current state of maintenance management of the listed historical buildings, the University of Nairobi is conducting interviews with the people who have been, and are, involved in the maintenance and protection of these buildings. This is carried out in recognition of the fact that maintenance management can only be effective if there exist a sound and rational basis for selection of efficient set of intervention.

In property managements, it is not uncommon to find that little is known on how historical properties are maintained and especially on what factors motivates owners of such buildings to choose a particular maintenance intervention measures.

1. How often do you perform Building condition-based Assessment? ______________

2. When last did you perform Building Audit or condition-based assessments? ___________

3. In question [NO.1], who performs the building audit/ assessment?
a) Ministry of Roads and Public Works

b) Nairobi City Council

c) National Museums of Kenya

d) Appointed registered consultants

4. Do you have a copy of the original working drawings of the building?

5. Do you have updated copies of the working drawings of the building reflecting current conditions and form?

6. Do you keep for your own use the following on site?

   a) Specification
   b) Bills of Quantities
   c) Drawings
   d) Work Program
   e) Building code

7. What determines your maintenance standards and priority? (Use 1, 2, 3)

   a) Corporate image
   b) Statutory requirements
   c) Productive efficiency

8. When incorporating new materials to the structure, what criteria do you use?
a) Must be same as existing, even if difficult to produce

b) The modern the better, particularly if easily applicable, maintainable and available

c) Cost effective and functional, similar and imitative of the existing

9. When sourcing for maintenance materials, what would be your criteria?

a) Cost effectiveness

b) Availability and replaceable

c) Close substitute

d) Modern and appealing

10. With regard to quality of workmanship, place in order of importance the following criteria

a) Your corporate requirements

b) Extracts from specification and drawings

c) Contractors expertise

11. Is quality of your supervision of maintenance work most dependable on?

a) Verbal instruction to contractors

b) Written instructions to contractor

c) Specifications and drawings
12. Who counterchecks the quality of your supervision of maintenance work?

13. Is the standard of quality of your supervision checked by another person?
   a) Yes
   b) No

14. If YES, by whom?

15. If you were to carry out maintenance work, extension, internal and external painting, demolition of any part, removal of any item attached to, or on the ground, minor or major, whom would you consult?
   a) Ministry of Roads and Public Works
   b) Nairobi City Council
   c) National Museums of Kenya
   d) Registered private consultants

16. When sourcing for maintenance contractors, what criteria do you use
   a) Least cost
   b) Earliest completion time
   c) Contractors performance bond and financial standing
d) Contractor’s special knowledge, skills, and experience on similar work

17. Who carries out minor maintenance work on the building?

a) In-house maintenance personnel

b) Nominated contractors

c) Contractors through open tendering

18. In question [NO. 17], who coordinates and supervises the maintenance activities?

a) Ministry of Roads and Public works

b) Nairobi City Council

c) National Museums of Kenya

d) Registered private consultants

19. Who carries out major maintenance works on the building and ground?

a) In house maintenance personal

b) Nominated contractors

c) Contractors through open tendering

20. In question [No 19], who coordinates and supervises maintenance activities?

a) Ministry of Roads and Public Works

b) Nairobi City Council
21. At what stage are you normally involved in the maintenance management of the buildings?
   a) Pre-tender stage
   b) Project implementation stage
   c) Post contract stage
   d) None

22. Who decides the communication procedures between the parties to maintenance contract?
   a) National Museums of Kenya
   b) The 'owner'
   c) Ministry of Public Works
   d) Private registered consultants
   e) There is hardly any communication

23. To what extent do you think communication contributes to the quality of the maintenance?
   a) None
   b) Little
   c) A lot
24. How does information from site reach you?
   a) Direct from maintenance ‘squad’
   b) Via architect
   c) Either way
   d) Rarely keep record

25. What changes in your knowledge have been made to the facility (tick where necessary)
   a) Internal partitions, fittings and services
   b) External finishes
   c) Fencing and security controls
   d) New buildings on the ground occupied by the building

26. In your opinion, what is the major obstacle to the maintenance and protection of the building?

27. Lack of maintenance guidelines, supervision and appropriate inventory of condition of the building.
   a) In adequate funding for maintenance work.
   b) Difficulties in tendering and vendor-rating of contractors and suppliers due to lack of in-house professional maintenance management staff
   c) Legislative controls and restrictions by the National Museums of Kenya on the use and care of the building
28. Are you satisfied with the manner in which this building continues to be maintained and protected?
   a) IF YES, explain
   b) IF NO, explain

29. In your view, are there parts of the building element that need modernization?

30. Considering the current state of the building, what would be your framework for way forward on the maintenance management
   a) The cost of maintaining the building does not reflect the value for money, therefore the building should be demolished and the land [put to best and highest use.
   b) The building has historical importance and it should be maintained under a special fund, preferably under a Conservation Trust
   c) The ‘owner’ should be allowed to refurbished the building to make the best and the highest use of it and the ground.
   d) The National Museums of Kenya should be adequately funded and have effective powers to carry out and supervise maintenance on the building.